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Supreme Court, U.S.
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No. _____

In The Supreme Court of the United States

SNOHOMISH COUNTY; STEPHEN HOLT, Director, Snohomish County Department of Planning and Development Services,

Petitioners,

v.

KIM GOBIN; GUY MADISON; THE TULALIP TRIBES OF WASHINGTON,

Respondents.

On Petition For Writ of Certiorari
To The United States Court of Appeals for the Ninth Circuit

PETITION FOR WRIT OF CERTIORARI

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QUESTIONS PRESENTED

1. Whether the express *in rem* jurisdiction over reservation fee lands established by Congress in sections 5 and 6 of the Indian General Allotment Act (as amended and codified at 25 U.S.C. §§ 348 and 349) and recognized by this Court in *County of Yakima v. Confederated Tribes and Bands of the Yakima Indian Nation*, 502 U.S. 251 (1992), allows Snohomish County to zone or impose any land use regulations against fee land located on the Tulalip Indian Reservation when the land is owned by a member of the Tulalip Tribes.

2. Whether, in light of the diminished tribal authority over reservation fee lands recognized by this Court in *Brendale v. Confederated Tribes and Bands of the Yakima Indian Nation*, 492 U.S. 408 (1989), and the minimal federal and tribal interests in maintaining exclusive tribal jurisdiction over private open-market development, the legitimate regulatory interests of state and local government allow Snohomish County to zone or impose any land use regulations against Reservation fee lands or tribal members developing those lands when the land is owned by a member of the Tulalip Tribes.

PARTIES TO THE PROCEEDING

The petitioners are Snohomish County and Stephen Holt, Director, Snohomish County Department of Planning and Development Services. There are no parent companies or wholly owned subsidiaries.

The respondents are The Tulalip Tribes of Washington; Kim Gobin; and Guy Madison.

TABLE OF CONTENTS

	Page
QUESTIONS PRESENTED	i
PARTIES TO THE PROCEEDING	ii
TABLE OF AUTHORITIES	v
OPINIONS BELOW	1
JURISDICTION	2
CONSTITUTIONAL AND STATUTORY PROVISIONS INVOLVED	2
STATEMENT	2
A. The Land and Its Surroundings	2
B. Land Use Regulation on the Reservation	4
C. Gobin's Project	5
D. Proceedings Below	6
REASONS FOR GRANTING THE PETITION	8

A. The Court of Appeals Decision Conflicts with Principles of *In Rem* Jurisdiction on Fee Land Established in *County of Yakima* 9

B. The Court of Appeals Misconstrues and Misapplies the Exceptional Circumstances Test 13

1. Diminished Tribal Sovereignty 14

2. No Tribal Interests in Open Development 15

C. The Court of Appeals Decision Creates Serious Problems for States, Counties, and Tribes 19

CONCLUSION 22

TABLE OF AUTHORITIES

Cases:	Page(s)
Brendale v. Confederated Tribes and Bands of the Yakima Indian Nation, 492 U.S. 408 (1989)	i, 7, 8, 12, 14, 15, 16, 17, 18, 19
California v. Cabazon Band of Mission Indians, 480 U.S. 202 (1987)	6, 13, 16, 17, 18
Cass County, Minn. v. Leech Lake Band of Chippewa Indians, 524 U.S. 103 (1998)	9, 19
County of Yakima v. Confederated Tribes and Bands of the Yakima Indian Nation, 502 U.S. 251 (1992)	i, 7, 8, 9, 10, 11, 19
Department of Taxation and Finance of New York v. Milhelm Attea & Bros., Inc., 512 U.S. 61 (1994)	13
Gobin v. Snohomish County, 304 F.3d 909 (9th Cir. 2002)	1, 11, 15, 17, 20
Goudy v. Meath, 203 U.S. 146 (1906)	10

Lummi Indian Tribe v. Whatcom County, Washington, 5 F.3d 1355 (9th Cir. 1993), *cert. denied*, 512 U.S. 1228 (1994) 10, 11

Moe v. Confederated Salish and Kootenai Tribes of the Flathead Reservation, 425 U.S. 463 (1976) 16, 17

New Mexico v. Mescalero Apache Tribe, 462 U.S. 324 (1983) 13, 16

Puyallup Tribe, Inc. v. Washington Game Dept., 433 U.S. 165 (1977) 14

Rice v. Rehner, 463 U.S. 713 (1983) 13, 14, 18

Santa Rosa Band of Indians v. Kings County, 532 F.2d 655 (9th Cir. 1975), *cert. denied*, 429 U.S. 1038 (1977) 12, 18

United States v. Mazurie, 419 U.S. 544 (1975) ... 14

Washington v. Confederated Tribes of Colville Indian Reservation, 447 U.S. 134 (1980) 16, 17

Washington Trust Co. v. Blalock, 155 Wash. 510, 285 P. 449 (1930) 21

White Mountain Apache Tribe v. Bracker, 448 U.S. 136 (1980) 13

Worcester v. Georgia, 6 Pet. (31 U.S.) 515 (1832) 14

Constitutional and Statutory Provisions:

25 U.S.C. § 348 ..... i, 2

25 U.S.C. § 349 ..... i, 2, 9

25 U.S.C. § 403a-2 3

28 U.S.C. § 1254(1) 2

28 U.S.C. § 1331 2

28 U.S.C. § 1362 2

Other Authorities:

Burke Act of 1906, 34 Stat. 182 ..... 2, 10

F. Cohen, Handbook of Federal Indian Law 138 (1982) 19

Indian General Allotment Act of 1887, 24 Stat. 389-90 ..... i, 2, 7, 9, 10, 11, 14

Treaty of Point Elliott, 12 Stat. 927 (Jan. 22, 1855) 2, 3, 4

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PETITION FOR WRIT OF CERTIORARI

Petitioner Snohomish County respectfully petitions for a writ of certiorari to review the judgment of the United States Court of Appeals for the Ninth Circuit in this case.

OPINIONS BELOW

The opinion of the court of appeals (App., *infra*, 3a-19a) is reported at 304 F.3d 909. The opinion of the district

court (App. *infra*, 22a-31a) and the judgment of the district court (App., *infra*, 20a-21a) are unreported.

JURISDICTION

The judgment of the court of appeals was entered on September 18, 2002. (App., *infra*, 1a-2a). The jurisdiction of this Court is invoked under 28 U.S.C. § 1254(1).

CONSTITUTIONAL AND STATUTORY PROVISIONS INVOLVED

Sections 5 and 6 of the Indian General Allotment Act of 1887, 24 Stat. 389-90, as amended by the Burke Act of 1906, 34 Stat. 182, codified at 25 U.S.C. §§ 348 and 349, are reproduced at App., *infra*, 39a-41a and 42a. The relevant Indian treaty is the Treaty of Point Elliot, 12 Stat. 927 (Jan. 22, 1855), which is reproduced at App. *infra*, 32a-38a.

STATEMENT

This case raises the important question of whether and to what extent state and local governments have authority to zone or impose land use regulations on reservation fee lands when tribal members own those lands in unrestricted fee simple. The jurisdiction of the district court was invoked under 28 U.S.C. § 1331 (general federal question jurisdiction) and 28 U.S.C. § 1362 (federal question jurisdiction in civil actions brought by Indian tribes).

A. The Land and Its Surroundings

The fee land at issue in this case is a twenty-acre parcel situated in unincorporated Snohomish County in

northwestern Washington State. It lies on the northern border of the Tulalip Indian Reservation and is currently owned by Kim Gobin, an enrolled member of the Tulalip Tribes of Washington (the "Tribes").

The Tribes is a federally recognized tribe with a 22,000-acre reservation set aside for its "exclusive use" under the Treaty of Point Elliot. 12 Stat. 927; App., *infra*, 33a. Similar to what has happened on many reservations throughout the United States, however, much of the Tulalip Reservation is no longer preserved for exclusive tribal use. Large portions of the Reservation were allotted to individual Indians subject to restrictions on alienation, encumbrance and taxation that were later removed, and much of the land allotted to individual Indians was later sold to non-Indians.

Currently, about 50% of the Reservation is held in trust by the United States for the Tribes or individual tribal members or is in restricted fee status because the Tribes repurchased the land after its transfer to non-Indians.[1] The remaining 50% of the Reservation is owned by tribal members and nonmembers in unrestricted fee simple. Land ownership throughout the Reservation is in a checkerboard pattern, with open access provided to members and non-members on a road system operated and maintained by Snohomish County. C.A. Excerpt 85 at 5.

As the area has evolved, the Reservation has become an integral part of Snohomish County and is subject to the same urban sprawl growth pressures as the surrounding metropolitan area. C.A. Excerpt 71 at 2. The Reservation is located entirely within Snohomish County between the County's major population centers, the cities of Everett, Marysville, and Arlington. Approximately 10,000 people currently live on the Reservation, and of those, no more than 20% are tribal members with the remaining 80% being non-

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[1] Under 25 U.S.C. § 403a-2, land purchased by the Tribes after June 18, 1956 is restricted fee land because it may be sold only with approval from the Secretary of the Interior.

members. All Reservation residents may vote in County elections while only tribal members may vote in elections for the Tribes. C.A. Excerpt 85 at 2-3.

Gobin's land is located on the northern border of the Reservation. It is adjacent to off-reservation land under County jurisdiction and is accessible only by a road operated and maintained by the County. C.A. Excerpt 71 at 112-14. It was patented under the Treaty of Point Elliot in 1885, and restrictions on its sale, encumbrance and taxation were removed in 1962 when the Secretary of the Interior approved a deed to a non-Indian owner. Gobin purchased her twenty-acre parcel for speculative land development in 1998. C.A. Excerpt 64 at 2-3.

B. Land Use Regulation on the Reservation

The County and the Tribes each have a comprehensive ordinance governing zoning and land use on the Reservation. By its terms, the Tulalip ordinance applies to all lands within Reservation boundaries whether trust or fee and regardless of ownership. C.A. Excerpt 71 at 56, 80. The Secretary of the Interior approved the Tulalip ordinance using a "narrow scope of review" without determining "the precise scope of tribal authority or . . . whether every conceivable application of [the] ordinance is within that authority." Docket 71 at 82, 84.

The County ordinance applies to all real property in unincorporated Snohomish County, although the County historically has not asserted land use jurisdiction on Indian trust lands. On unrestricted Reservation fee lands, the County historically has exercised its zoning and land use jurisdiction against the land and its owners without reference to tribal affiliation. C.A. Excerpt 85 at 4.

The County and the Tribes have zoned the Reservation in similar ways. C.A. Excerpt 84 at 88. In adopting its most recent countywide land use plan, the

County established a sub-area plan specific to the Reservation and, at the request of the Tribes, down zoned the Reservation to lower densities to more closely match tribal zoning. C.A. Excerpt 85 at 10. A distinction remains, however, in the ability of each government to approve development different than what is allowed by the basic zoning map. The Tulalip ordinance allows the Tribes to approve a re-zone and subdivision for single-family residences in greater density than is possible under the current County ordinance.

C. Gobin's Project

In January 1999, Gobin submitted an application to the Tribes to subdivide and re-zone her land but never submitted a similar application to the County. When the Tribes notified the County of the application, the County stated that, unless the land were taken into trust, the County would assert jurisdiction, would not recognize subdivided lots as legal lots, and would subject non-legal lots to development restrictions. C.A. Excerpt 71 at 123-24.

As approved by the Tribes, Gobin's subdivision consists of twenty-five single-family residential lots on individual wells and septic systems. Current County ordinances would allow only ten such lots on the same parcel of land.

Other than permitting Gobin's residential subdivision, the Tribes has no governmental or proprietary interest in Gobin's land or her project. Gobin does not propose to build tribal housing, but to develop twenty-five single-family residences for the open market. C.A. Excerpt 64 at 2. Based on current growth trends in the County and the number of non-member residents on the Reservation and surrounding areas, it is probable that non-members will purchase most if not all homes in any such open-market development. *See* C.A. Excerpt 85 at 2-3.

In September 1999, Gobin[2] filed a complaint for declaratory relief against the County and Stephen Holt, the County Director of Planning and Development Services. The complaint alleged that the County has no jurisdiction over fee land owned by Gobin or to enforce restrictions against her based on her development of that land because she is an enrolled member of the Tribes. In October 1999, the Tribes intervened and sought a judgment declaring that the Tribes has exclusive jurisdiction over Gobin's development activities on the Reservation.

D. Proceedings Below

On summary judgment motions from Gobin and the Tribes, the District Court entered a judgment declaring that the Tribes has exclusive jurisdiction to regulate land use on reservation fee lands owned by tribal members. The Ninth Circuit affirmed. In answering the questions presented, each court applied the standard set forth in *California v. Cabazon Band of Mission Indians*, 480 U.S. 202, 214-216 (1987), which recognizes state jurisdiction over tribal Indians on their reservations only when Congress expressly provides for it or in the exceptional circumstance that state interests outweigh federal and tribal interests in tribal self-determination, self-sufficiency, and economic development. In resisting summary judgment, the County relied on both express jurisdiction and exceptional circumstances. The County argued that Congress expressly granted state and local governments *in rem* jurisdiction on reservation fee lands and that, under the exceptional circumstances test, the County may exercise jurisdiction concurrent with that of the Tribes over its members. At a minimum, the County sought

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[2] Gobin's brother, Guy Madison, is also a named plaintiff even though he is alleged to be a co-developer only and has no interest in the land at issue in this case. C.A. Excerpt 64 at 1-2.

a weighing of the state, federal and tribal interests at stake after a trial on the merits.

In arguing that Congress granted express jurisdiction over reservation fee lands, the County relied upon the *in rem* jurisdiction established under sections 5 and 6 of the Indian General Allotment Act (GAA) and recognized by this Court in the context of taxation in *County of Yakima v. Confederated Tribes and Bands of the Yakima Indian Nation*, 502 U.S. 251 (1992). In rejecting the County's argument, the District Court held that the *in rem* jurisdiction that Congress authorized by allowing unrestricted alienation, encumbrance and taxation of fee land does not include zoning or any land use regulation regardless of whether it is imposed against the land or the owner because all such regulations have an effect of limiting the owner's development activity. The Ninth Circuit upheld this holding by using slightly different reasoning. It held that Congress did not authorize jurisdiction because the ability to alienate land is unrelated to land use jurisdiction and the ability to encumber land does not authorize regulation that burdens activity on the land.

In contending that this case presents an exceptional circumstance, or that this determination must be made after trial, the County emphasized that tribal interests must be examined in light of the diminished tribal authority over reservation fee lands recognized by the Court in *Brendale v. Confederated Tribes and Bands of the Yakima Indian Nation*, 492 U.S. 408 (1989). The County also emphasized the minimal federal and tribal interests in maintaining exclusive tribal jurisdiction over private development, and the serious administrative and practical problems posed when exclusive jurisdiction shifts between the Tribes and the County based upon whether a tribal member owns the land at any given time.

In rejecting the County position, the District Court and the Ninth Circuit recognized that the County has legitimate and important interests at stake—maintaining

County roads and storm sewers, protecting endangered species, and protecting public health and safety—but held that tribal interests in self-government are of greater importance. In so holding, neither court discussed whether tribal authority is diminished on fee lands. Other than stating that county and tribal regulations may differ, neither Court discussed how county regulation of private development would interfere with tribal self-determination. Neither court discussed whether County interests were sufficient to sustain less than plenary jurisdiction, such as allowing the County to enforce development restrictions *in rem* against fee land, but not against owners that are tribal members, or allowing County enforcement against the land owner if the land is subsequently transferred to a non-Indian owner again. In contrast, and without reference to federal or tribal interests, each court held that to maintain any jurisdiction over member-owned fee land, the County must somehow demonstrate that its governmental interests on fee lands as a whole are greater than its interests on Indian trust lands.

REASONS FOR GRANTING THE PETITION

This case presents the critical question of whether state and local governments have any authority to zone or impose land use regulations on reservation fee lands when a tribal member owns those lands. In conjunction with this Court's decision in *Brendale*, the consequence of the Ninth Circuit's decision is that exclusive zoning and land use jurisdiction over individual parcels of reservation fee land will shift between local and tribal government based upon whether a member or non-member owns the land at any given moment. This Court should review the decision of the Ninth Circuit because: (1) it conflicts with the express *in rem* jurisdiction granted to state and local governments over reservation fee lands recognized by this Court's decision in *County of Yakima*; (2) it misapplies and rewrites this Court's

exceptional circumstances jurisprudence by failing to consider whether tribal sovereignty on fee lands is diminished and the nature and extent of federal and tribal interests in maintaining exclusive tribal jurisdiction over private development; and (3) it creates a broad and unworkable rule of law that will cause serious zoning and land use enforcement problems for states, counties, and Indian tribes throughout the country.

A. The Court of Appeals Decision Conflicts with Principles of *In Rem* Jurisdiction on Fee Land Established in *County of Yakima.*

In *County of Yakima*, the Court considered whether a county could impose both an *ad valorem* property tax on land patented under the General Allotment Act as well as an excise tax on its sale. In upholding the *ad valorem* property tax, but not the excise tax, the Court held that GAA sections 5 and 6, each independently, manifested an unmistakably clear intent to allow states to tax fee-patented land based on *in rem* jurisdiction over the land. *County of Yakima*, 502 U.S. at 259, 263-65. The Court held that GAA section 5 manifested such intent by allowing fee owners to alienate their reservation fee land without restriction, and that GAA section 6 (as amended by the Burke Act) manifested such intent by establishing that fee ownership would free the land of "all restrictions as to sale, incumbrance, or taxation." *County of Yakima*, 502 U.S. at 563-65 (quoting 25 U.S.C. § 349); *see also Cass County, Minn. v. Leech Lake Band of Chippewa Indians*, 524 U.S. 103, 112 (1998) (discussing *County of Yakima*). The Court held that GAA sections 5 and 6 each establish *in rem* jurisdiction over reservation fee land, but specifically left open the extent of that jurisdiction:

> While the Burke Act proviso does not purport to describe the entire range of *in rem* jurisdiction States may exercise with respect to fee-patented reservation land, we think it does describe the entire range of *jurisdiction to tax*. And that description is "taxation of . . . land."

County of Yakima, 502 U.S. at 268.

In the context of this case, the reserved questions raised by the quoted passage are (1) whether alienability under GAA section 5 allows the County to zone or impose other land use regulations *in rem* against the land, as opposed to *in personam* against the landowner or developer, and (2) whether such a zoning or other land use regulation is an authorized encumbrance of land under GAA section 6. Other than this case, there appears to be no federal authority answering these questions. By answering both questions in the negative, the decision of the Court of Appeals conflicts with the reasoning and import of *County of Yakima* and *Goudy v. Meath*, 203 U.S. 146 (1906).

As to the first question, the *County of Yakima* Court emphasized the reasoning from *Goudy* that a county's ability to tax fee land flows directly from its alienability because it would be "strange to withdraw [the] protection [of the restriction on alienation] and permit the Indian to dispose of his lands as he pleases, while at the same time releasing it [sic] from taxation." *County of Yakima*, 502 U.S. at 263 (quoting *Goudy*, 203 U.S. at 149). As the Ninth Circuit has recognized, "[t]he logic propounded by the *Goudy* Court and approved by [*County of Yakima*] requires an Indian, even though he receives his property by treaty, to accept the burdens as well as the benefits of land ownership." *Lummi Indian Tribe v. Whatcom County, Washington*, 5 F.3d 1355, 1357 (9th Cir. 1993), *cert. denied*, 512 U.S. 1228 (1994).

The reasoning that requires the burden of *in rem* taxation to follow the benefits of unrestricted land ownership

applies equally to *in rem* zoning and land use restrictions. Just as it would be strange to allow a tribal member to sell his fee land without restriction while exempting the land from taxation, it would be strange to allow a tribal member to sell his fee land without restriction while exempting the land from zoning and development restrictions that apply to all other lands on the open market. In refusing to apply this reasoning from *County of Yakima*, the Court of Appeals specifically noted that it had been reluctant to apply it even in the context of taxation. 304 F.3d 909, 915 n.2.[3] The Court should grant the petition to determine this important and outstanding question of federal law.

On the second question, whether zoning or land use restrictions are an encumbrance of land, the Court of Appeals decision misconstrues and misapplies the reasoning in *County of Yakima*. In *County of Yakima*, the Court held that an *ad valorem* property tax is an allowed taxation of land while an excise tax on the activity of selling land is not a tax on the land itself, and therefore is not permitted. In this case, the Court of Appeals reasoned that, even if zoning and land use regulation may be considered an encumbrance, it must be considered a prohibited encumbrance on activity with respect to land rather than a permitted encumbrance of the land itself because such regulations prohibit development activity. What this reasoning ignores is that land use ordinances often regulate the condition of the land itself and authorize enforcement against the land without reference to persons.

In the context of determining whether a county zoning ordinance is a prohibited encumbrance of reservation trust lands, the Ninth Circuit itself has held that zoning may be understood as an encumbrance of land rather than an

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[3] The Court of Appeals cites its comment from *Lummi Indian Tribe* that the conclusion from *County of Yakima* that taxation follows alienability under GAA section 5 "may be hard to square with the requirement" "that Congress' intent to authorize state taxation of Indians must be unmistakably clear." *See Lummi*, 5 F.3d at 1358.

encumbrance of activity on the land. *Santa Rosa Band of Indians v. Kings County*, 532 F.2d 655, 667 (9th Cir. 1975), *cert. denied*, 429 U.S. 1038 (1977). In so holding, the Ninth Circuit dismissed arguments that its interpretation of zoning regulations as encumbrances could be read more broadly:

> As we read "encumbrance," it is directed, consonant with the flavor of the word's narrow legal meaning, at traditional land use regulations and restrictions directed against the property itself, and does not encompass regulations of activity which only incidentally involve the property.

Santa Rosa Band, 532 F.2d at 667 n.20. What the County contends in this case is that regulation directed at the condition of the land, such as an *in rem* zoning ordinance enforceable only through *in rem* abatement proceedings, is an authorized encumbrance of the land. It is not a restriction on development activity itself but on the condition of the land whether it is developed or not and regardless of who conducts activity on the land.

By basing its reasoning on the tribal member as the actor in developing member-owned fee land, the decision below also conflicts with *Brendale*. *Brendale* held that a tribe has no authority to zone non-member-owned fee land in open areas of a reservation. 492 U.S. at 432, 444-48. Contrary to that holding, the reasoning employed by the Ninth Circuit supports exclusive tribal authority over land use activities of tribal member developers on non-member-owned fee land. The Court should grant the petition to determine this important legal issue.

B. The Court of Appeals Misconstrues and Misapplies the Exceptional Circumstances Test.

As articulated by this Court, the exceptional circumstances test asks whether state jurisdiction interferes or is incompatible with federal and tribal interests, and if it is, whether the state interests at stake are sufficient to justify the assertion of state authority. *Cabazon Band*, 480 U.S. at 216 (citing *New Mexico v. Mescalero Apache Tribe*, 462 U.S. 324, 333-34 (1983)). In answering these questions, this Court has emphasized that federal and tribal interests must be viewed in light of traditional notions of Indian sovereignty and the congressional goals of encouraging tribal self-determination, self-sufficiency, and economic development. *Cabazon Band*, 480 U.S. at 216; *Mescalero Appache Tribe*, 462 U.S. at 335. This Court has held repeatedly that this determination is context specific, does not depend on absolute conceptions of state or tribal sovereignty, and requires a particularized inquiry into the nature of the state, federal, and tribal interests at stake. *White Mountain Apache Tribe v. Bracker*, 448 U.S. 136, 145 (1980); *Mescalero Apache Tribe*, 462 U.S. at 333 (1983); *Rice v. Rehner*, 463 U.S. 713, 718-720 (1983); *Department of Taxation and Finance of New York v. Milhelm Attea & Bros., Inc.*, 512 U.S. 61, 73 (1994).

In the decision below, the Ninth Circuit ignores the exceptional circumstance jurisprudence of this Court by failing to discuss the nature of tribal sovereignty on unrestricted fee lands and by failing to discuss how County jurisdiction would impact actual federal and tribal interests in the regulation of private development on those lands. What is most exceptional about this case is that federal and tribal interests in exclusive jurisdiction are almost nonexistent. In essence, the Ninth Circuit has held that the concept of tribal sovereignty, in itself, will always trump legitimate state

interests in the face of any potential conflict between state and tribal regulation that affects tribal members on a reservation. By failing to even consider the nature and extent of federal and tribal interests, the Ninth Circuit has done away with the particularized inquiry into the various state, federal, and tribal interests that is mandated by the decisions of this Court.

1. Diminished Tribal Sovereignty

Contrary to the opinions of this Court, the Court of Appeals applies an absolute concept of tribal sovereignty that makes no distinction between tribal authority on fee versus trust lands. This Court has held that tribes retain a measure of sovereignty over their members and their territory. *United States v. Mazurie*, 419 U.S. 544, 547 (1975) (citing *Worcester v. Georgia*, 6 Pet. (31 U.S.) 515, 557 (1832)). This Court has also held, however, that this sovereignty "is of a unique and limited character. It exists only at the sufferance of Congress and *is subject to complete defeasance*." *Rice v. Rehner*, 463 U.S. at 719 (emphasis in original). As a result of congressional allotment policies, which resulted in large portions of many reservations becoming freely transferable between Indians and non-Indians, the Court has recognized that tribal authority is diminished on fee lands. *See Brendale*, 492 U.S. 408; *Puyallup Tribe, Inc. v. Washington Game Dept.*, 433 U.S. 165 (1977) (stating that land alienated in fee simple is no longer retained for "exclusive use" under treaty language).

In *Brendale*, both the lead and concurring opinions recognize that tribal authority to impose zoning restrictions is diminished on reservation fee lands. The holding that a tribe retains no authority to zone non-member-owned land in open areas is based on the premise that a tribe loses its inherent authority to exclude fee landowners from the reservation. *See* 492 U.S. at 424-28 (opinion of White, J.); 492 U.S. at

435-37 (opinion of Stevens, J.). Although the holding is limited to lands owned by non-members, the limitations on tribal authority are stated in broader terms. In the concurring opinion, Justice Stevens states that, although the General Allotment Act did not, on its own, transfer regulatory authority from tribes to states, "by providing for the allotment and ultimate alienation of reservation land, the Act in some respects diminished tribal authority." 492 U.S. at 436. In the lead opinion, Justice White states that "the tribe has no authority itself, by way of tribal ordinance or actions in the tribal courts, to regulate the use of fee land" and that "the county has jurisdiction to zone fee lands on the reservation." 492 U.S. at 430, 431.

The opinion below does not even cite *Brendale* much less discuss whether tribal sovereignty is diminished on fee lands. In a single sentence, without citation to authority, the Court of Appeals goes in the opposite direction and holds the County to a higher standard on fee lands. "Not only must the County explain why [its] interests are exceptional, but it must explain why [its] interests are exceptional for reservation *fee* lands, given the County's inability to regulate reservation lands held in trust." 304 F.3d at 917; App., *infra*, at 18a. Such a standard is at odds with the opinions of this Court and creates a legally impossible burden for states and local governments. As an example, the stated rule would require the County to show that a nuclear waste disposal site located on member-owned fee land would create a greater hazard to County interests than the same disposal site would if located next door on reservation trust land. No set of circumstances, no matter how dire for state or local government interests, can satisfy the test stated by the Court of Appeals. Such a test is contrary to this Court's decisions and cannot be upheld.

2. No Tribal Interests In Open Development

In discussing tribal interests, the Court of Appeals

relies exclusively on tribal interests in self-government.[4] The reasoning in the opinion below is limited to stating that, because County ordinances differ from those of the Tribes, the County cannot exercise any measure of its zoning or land use authority over member-owned fee lands. In so holding, the decision is at odds with the Court's opinion in *Washington v. Confederated Tribes of Colville Indian Reservation*, 447 U.S. 134, 155-56 (1980).

In *Colville*, the Court considered whether tribal involvement in the sale and taxation of cigarettes prevented a state from imposing a tax on cigarettes sold to non-members that tribal members were required to collect. The Court held that tribal interests in self-determination did not justify granting an artificial competitive advantage to tribal enterprises selling goods to nonmembers on reservations, and upheld the state collection requirement. 447 U.S. at 155-56; *see also Moe v. Confederated Salish and Kootenai Tribes of the Flathead Reservation*, 425 U.S. 463, 481-82 (1976) (upholding similar tax).

Similar to the position rejected in *Colville*, the decision of the Court of Appeals grants tribal members an artificial competitive advantage in the residential housing market that bears no relation to tribal interests in self-government. The decision allows tribal members to purchase a fee parcel, subdivide it into more residential lots than a non-member could under County ordinances, and re-sell the greater number of subdivided lots to non-members on the

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[4] The Court of Appeals did not base its holding upon tribal interests in self-sufficiency or economic development, and rightly so. Unlike the tribal bingo enterprise in *Cabazon* or the fish and game management program in *Mescalero Apache Tribe*, Gobin's proposed subdivision is a purely private endeavor with no tribal or federal involvement beyond the permitting process. It is not a tribal housing project and provides no business income or benefit to the Tribes. And unlike the county-approved development in *Brendale*, requiring compliance with County zoning and land use restrictions would pose less danger to tribal resources than allowing the greater density permitted by the Tribes.

open market. The decision not only prohibits the County from enforcing restrictions against tribal members, but also from imposing zoning or land use requirements on the land in the first instance. As a result, the County is forced to recognize subdivisions permitted by the Tribes on member-owned land regardless of whether the subdivided lots are sold to non-members. In the absence of tribal involvement in the project for a governmental purpose such as tribal housing, *see Cabazon*,[5] 480 U.S. at 214-220, this is exactly the unfair competitive advantage that the Court condemned in *Colville* and *Moe*.

The Court of Appeals also ignores all remedies other than a complete bar to County jurisdiction. It discusses only plenary County jurisdiction and dismisses out of hand the less intrusive remedies of allowing *in rem* jurisdiction against fee land or allowing County enforcement against the landowner once the land is transferred to a non-member of the Tribes. In discussing exceptional circumstances, the Court of Appeals says little more than that plenary County jurisdiction is greater than the "minimal burden" on tribal self-government approved in *Moe*. 304 F.3d at 918; App., *infra*, at 19a. No basis or analysis is provided for such a sweeping conclusion. In light of the established fact that the more restrictive County zoning was enacted at the specific request of the Tribes, and will continue to apply to non-members under this Court's decision in *Brendale*, it is difficult to ascertain any interest of the Tribes in permitting greater development other than to create a competitive advantage for its members in marketing reservation lands to the general public. Under the decisions of this Court, the Tribes cannot claim any interest in assuring that lots in a member-owned subdivision are recognized as legal lots once

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[5] In *Cabazon*, the Court held that a tribal gaming enterprise that is approved by the federal government, provides employment to tribal members, and is the sole source of tribal revenue is not just marketing an exemption from state gambling laws.

the lots are transferred to a non-member. *See Rice v. Rehner*, 463 U.S. at 721 (application of state liquor laws to federal Indian trader implicates tribal sovereignty only with respect to sales to tribal members).

What is most telling about the extent of the Tribes' interest in this case is the impact if this case were reversed and the County were allowed to exercise land use jurisdiction on reservation fee lands concurrent with that of the Tribes over its members. Under relevant case law, the Tribes will continue to have vast sovereign powers with respect to its members and its territory. The Tribes will be able to exercise plenary land use authority over lands held in trust for its own use or the use of its members, as well as the lands held in restricted fee status. *See Brendale*, 492 U.S. at 445; *Santa Rosa Band*, 532 F.2d. 655. It will be able to regulate the activities of its members in developing reservation fee lands. It will be able to regulate the activities of non-members on fee lands in any closed area of its Reservation, *Brendale*, 492 U.S. at 444, and restrict Reservation development permitted by the County on Reservation fee lands that "threatens or has some direct effect on the political integrity, the economic security, or the health or welfare of the tribe." *Brendale*, 492 U.S. at 428. Depending upon the nature of state and local government interests involved, it also may have authority to permit development on fee lands with a governmental purpose despite contrary County zoning or land use regulations. *See Cabazon*, 480 U.S. at 214-220 (federal and tribal interests in promoting tribal gaming preempted state gambling laws). The only clear impact to the Tribes if this case were reversed is that it would not be able to exempt private development by its members on fee land from the zoning and land use regulations of the County.

C. The Court of Appeals Decision Creates Serious Problems for States, Counties, and Tribes.

Although the County does not know how much reservation fee land is owned by tribal members, it is clear that a great percentage and millions of acres of allotted lands were fee patented, *see* F. Cohen, Handbook of Federal Indian Law 138 (1982), and that this resulted in vast portions of reservations across the United States becoming unrestricted fee lands, *see, e.g., Brendale*, 492 U.S. at 416 (almost half of land in open area of Yakima Reservation is fee land); *Cass County*, 524 U.S. at 108 (fee land as much as ninety-five percent of the Leech Lake Reservation, Minnesota). The rule established by the Court of Appeals creates an unworkable administrative nightmare for every state, local, and tribal government jurisdiction that contains reservation fee lands.

In conjunction with *Brendale*, the rule established by the Court of Appeals results in exclusive zoning and land use jurisdiction shifting between local and tribal governments based upon whether a member or non-member owns the land at any given time. As a general proposition, this Court has recognized that administrative problems will follow such a system. *County of Yakima*, 502 U.S. at 265 (allowing "state taxation of only those fee lands owned (from time to time) by nonmembers" produces a "'checkerboard,' and one that is less readily administered"); *see also Brendale*, 492 U.S. at 430 (White, J.) (zoning authority switching between County and Tribe depending on permitted uses "would not further the interests of either the Tribe or the county government and would be chaotic for landowners").

One of the most troubling aspects of the decision below is that it allows private parties to choose between the land use ordinances of the local and tribal governments based on the ability to alienate land without restriction. Merely by transferring title to a person with the appropriate tribal affiliation, a private developer may choose the forum that

will provide the desired result for any given fee parcel. The more serious aspect of this problem is that it allows private parties to enter into sham transactions for the specific purpose of avoiding enforcement by either or both the local and tribal government. On reservations where the resident tribe has no land use code, or no ability to enforce its code, a private developer would be able to avoid enforcement of zoning and land use restrictions simply by transferring title to a tribal member.[6] On reservations where the resident tribe enforces its code, a developer would be able to avoid enforcement by transferring property between members and non-members.

The Court of Appeals dismisses this serious threat to effective enforcement as nothing more than a problem "best handled jointly by the County and the Tribes in furtherance of their already excellent relationship." 304 F.3d at 909. What the Court of Appeals fails to recognize is that neither a county nor a tribe may confer jurisdiction on the other by agreement. There is no administrative solution to the problem created by the Court of Appeals' decision.

The record in this case contains a concrete example of the problem that sham transactions present. On the Tulalip Reservation, Ralph Merkel is a non-member of the Tribes who owned a trailer park that violates both county and tribal land use ordinances. When the County brought an enforcement action, Merkel raised a jurisdictional defense based upon various purported property transfers including, ultimately, a transfer to Marvin Napoleon, an enrolled member of the Tribes. C.A. Excerpt 84 at 51-53, 110-113; 48 at 2-3. Merkel filed a federal action against the County to block County enforcement, and after the District Court entered the summary judgment order in this case, the County

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[6] In this case, the Tribes employed no building inspectors until after the case was filed, and approved homes built by Gobin in a previous subdivision based on partial, after-the-fact inspections. C.A. Excerpt 85 at 13-14; 48 at 7-12; 84 at 104-05.

entered into a stipulated dismissal of both the enforcement action and the federal lawsuit. App., *infra*, 43a-47a. As far as the County is aware, the Tribes has not taken any enforcement action against Merkel, Napoleon, or the trailer park property, and Merkel continues to operate it in violation of the land use ordinances of both the County and the Tribes.

The problem of determining whether a tribal member owns fee land, and potential civil rights liability, further threatens effective enforcement. A county can determine its jurisdiction on trust and restricted fee lands by examining record title, but record title does not establish whether or not an owner is a tribal member. Even if a local government can establish that the record titleholder is not a tribal member, it cannot be assured that a tribal member does or does not have a legal interest in the property. Many property transfers are not recorded for various reasons, which will now include the incentive to avoid land use enforcement action by the county or tribal government that would acquire jurisdiction from the transfer. The problem is exacerbated by the possibility of divided ownership. As an example, in Washington and other community property states, a tribal member spouse may have a legal interest in the property that is not indicated on the title. *See, e.g., Washington Trust Co. v. Blalock*, 155 Wash. 510, 515, 285 P. 449, 451, (1930) (title to community property may be taken in the name or either spouse, or both, or part in name of each). It is therefore likely that the rule established by the Court of Appeals will result in under-enforcement either because unclear title will present an unwarranted enforcement risk or clear but inaccurate title will convince the local government that it does not have jurisdiction to proceed.

Under-enforcement presents a clear threat to both local government and tribal interests. The significance of the problem is enhanced in light of increasing burdens on local governments to abide by state and federal land use requirements imposed by legislation such as state growth

management acts, the federal endangered species act, and the federal clean water act. The rule established by the Court of Appeals would create an unworkable environment that can be avoided if local governments have a clear measure of zoning and land use jurisdiction over all reservation fee lands regardless of their ownership. The rule threatens to disrupt zoning and land use regulation on reservations in the Ninth Circuit and, in the absence of a clear rule from this Court, every reservation throughout the United States. A decision from this Court is imperative to every tribe and local government.

CONCLUSION

The petition for a writ of certiorari should be granted.

Respectfully submitted.

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APPENDICES

A.	Judgment of the U.S. Court of Appeals for the Ninth Circuit (9/18/02)	1a
B.	Opinion of the U.S. Court of Appeals for the Ninth Circuit (9/16/02)	3a
C.	Judgment in a Civil Case filed by the U.S. District Court for the Western District of Washington (10/27/00)	20a
D.	Opinion and Order Granting Summary Judgment filed by the U.S. District Court for the Western District of Washington at Seattle (10/20/00)	22a
E.	Treaty of Point Elliott (1855)	32a
F.	25 U.S.C. § 348	39a
G.	25 U.S.C. § 349	42a
H.	Minute Entry Granting Dismissal of *Merkel, et al. v. Snohomish County, et al.*, Case No. C00-713R filed by the U.S. District Court for the Western District of Washington at Seattle (01/23/01)	43a
I.	Affidavit of Thomas M. Fitzpatrick in Support of Defendant Snohomish County's Motion to Dismiss Without Prejudice in *Merkel, et al. v. Snohomish County, et al.*, Case No. C00-713R filed in the U.S. District Court for the Western District of Washington (12/19/00)	45a

APPENDIX A

UNITED STATES COURT OF APPEALS
FOR THE NINTH CIRCUIT

KIM GOBIN; GUY MADISON,	)	
	)	No. 00-36031
Plaintiffs-Appellees,	)	
	)	CT/AG#:
v.	)	CV-99-01432-RSL
	)	
SNOHOMISH COUNTY;	)	JUDGMENT
STEPHEN HOLT, Director,	)	
Snohomish County	)	FILED SEPT 18 2002
Department of Planning and	)	
Development Services,	)	
	)	
Defendants-Appellants,	)	
	)	
v.	)	
	)	
THE TULALIP TRIBES OF	)	
WASHINGTON,	)	
	)	
Plaintiff-intervenor-Appellee	)	
----------	)	
UNITED STATES OF AMERICA,	)	
amicus,	)	
	)	
Amicus.	)	
_____	)	

APPEAL FROM the United States District Court for the Western District of Washington (Seattle).

THIS CAUSE came on to be heard on the Transcript of the Record from the United States District Court for the Western District of Washington (Seattle) and was duly submitted.

ON CONSIDERATION WHEREOF, It is now here ordered and adjudged by this Court, that the judgment of the said District Court in this cause be, and hereby is AFFIRMED.

Filed and entered September 18, 2002.

APPENDIX B

UNITED STATES COURT OF APPEALS
FOR THE NINTH CIRCUIT

KIM GOBIN; GUY MADISON,	)	
	)	No. 00-36031
Plaintiffs-Appellees,	)	
	)	D.C. No.
v.	)	CV-99-01432-RSL
	)	
SNOHOMISH COUNTY;	)	OPINION
STEPHEN HOLT, Director,	)	
Snohomish County	)	FILED SEPT 16 2002
Department of Planning and	)	
Development Services,	)	
	)	
Defendants-Appellants,	)	
	)	
v.	)	
	)	
THE TULALIP TRIBES OF	)	
WASHINGTON,	)	
	)	
Plaintiff-intervenor-Appellee	)	
	)	

Appeal from the United States District Court
for the Western District of Washington
Robert S. Lasnik, District Judge, Presiding

Argued and Submitted
June 6, 2002 – Seattle, Washington

Filed September 18, 2002

Before: Melvin Brunetti, Stephen S. Trott and Richard C. Tallman, Circuit Judges.

Opinion by Judge Trott

COUNSEL

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Steven J. Bladek, Snohomish County Prosecuting Attorney's Office, Everett, Washington, for the defendants-appellants.

OPINION

TROTT, Circuit Judge:

Snohomish County ("County") asserted land use jurisdiction over a proposed building project located on reservation land owned in fee simple by Kim Gobin and Guy Madison (collectively "Gobin"), registered members of the Tulalip Tribes of Washington ("the Tribes"). Gobin sought a declaratory judgment that the County lacked such jurisdiction over her lands. The district court agreed. We have jurisdiction over the County's timely appeal pursuant to 28 U.S.C. § 1291. We conclude that by making Gobin's fee lands freely alienable and encumberable, Congress did not expressly authorize County jurisdiction over those lands. Neither did exceptional circumstances warrant County jurisdiction in this case. Thus, we affirm.

BACKGROUND

The County rests between Puget Sound and the Cascade Mountain Range in northwest Washington. Over the past two decades the County's population has increased faster than any county in Washington.

The Tribes constitute a federally recognized Indian Tribe. The Tribes's reservation is located entirely within the County and comprises approximately 1.6% of the County's land area. About two thousand tribal members and eight thousand non-members inhabit the reservation's twenty-two thousand acres. The United States holds nearly half the reservation land in trust for the Tribes or individual members. The other half of the reservation is owned in fee simple by tribal members and nonmembers alike.

In 1972, pursuant to Article VI of the tribal Constitution, the Tribes established a comprehensive system of land use regulations and an administrative structure for implementing those regulations. In 1982, the Tribes created a seven-member Planning Commission charged with updating the land use regulations. Over the next decade, the Planning Commission developed a plan "balancing competing economic, development, housing, and natural resource priorities." Upon completion of the revised regulations, the Planning Commission prepared a zoning ordinance and map "to implement and preserve the integrity" of the plan. The zoning ordinance, Ordinance 80, was reviewed and approved by the Bureau of Indian Affairs and the Solicitor's Office in the Department of the Interior. . . .

The Tribes's zoning ordinance, Ordinance 80, establishes use and density restrictions throughout the reservation. It requires a building permit for all new construction and that structures be built in conformity with the Uniform Building Code. It also facilitates development by authorizing rezoning if a proposed project adheres to certain open space and density requirements. Other aspects of the Tribes's land use regulations ensure that building projects include utility easements, water and sewage systems that comply with the Tulalip Utilities Ordinance, a drainage plan based on the Washington Stormwater Management Manual, and protection for environmentally sensitive lands, including wetlands.

Pursuant to Ordinance 80, Gobin submitted to the Tribes an application to rezone and subdivide a twenty-five acre parcel of land located on Fire Trail Road. Gobin's proposed subdivision would connect to septic systems because sewer service is not available on that part of the reservation. Water

would flow from wells or private water systems because no established water lines connect to County water, and only Fire Trail Road, which is maintained by the County, would provide access to Gobin's proposed subdivision. Once built, Gobin planned to market these homes to the general public without regard for tribal affiliation.

Gobin paid the necessary regulatory fees and submitted an environmental checklist addressing environmental impacts, transportation, and public services. The Planning Commission evaluated Gobin's proposal and considered the necessary land use restrictions. The Planning Commission also sought public comments on Gobin's proposal and held public hearings to vet the matter. The Tribes notified the County of Gobin's proposal, but the County neither appeared at the public hearings nor offered any substantive comments. The County indicated only that "if the land is placed in trust, the County will recognize subdivision of individual trust land." "If the land is not acquired in trust, . . . its development will continue to be subject to Snohomish County jurisdiction and the applicable County zoning, subdivision, and development regulations." Under the applicable County regulations, Gobin could construct only ten homes instead of the proposed twenty-five. The County acknowledges that it would reject Gobin's proposed subdivision.

On June 8, 1999, the Tribes conditionally approved Gobin's twenty-five home development project. The conditions included grading restrictions, a buffer surrounding an on-site wetland, erosion and run-off controls, and approval of a public water system by the Tulalip Utilities Authority.

Despite the Tribes's approval, however, Gobin could not begin development without exposing herself to civil and criminal liability because of the County's asserted land use

jurisdiction. Moreover, Gobin's lender would not finance the project without resolution of the conflict. Gobin, therefore, sought a judicial declaration that the County "has no land use jurisdiction over lands owned by a member of the Tulalip Tribes and situated within the Reservation, and in particular [has] no jurisdiction to impose County zoning, subdivision and building code regulations on [her] development." The Tribes intervened, seeking a declaration that "the County lacks jurisdiction over the land use activities of[Gobin]."

Gobin and the Tribes moved for summary judgment. The County resisted, arguing that Congress expressly authorized its jurisdiction over reservation fee lands when it made those lands freely alienable and encumberable. In the alternative, the County argued that exceptional circumstances warranted its exercise of jurisdiction over reservation fee lands. The district court rejected the County's arguments. It found no express authorization from Congress and no circumstances so exceptional as to justify interfering with the Tribes's governance of its reservation. The County appealed. The United States appeared as amicus in support of the Tribes.

STANDARD OF REVIEW

We review a district court's grant of summary judgment de novo. *United States v. Muckleshoot Indian Tribe*, 235 F.3d 429, 432 (9th Cir. 2000). We must determine, viewing the evidence in the light most favorable to the County, whether there exist any genuine issues of material fact, and whether the district court correctly applied the relevant substantive law. *Id.*

DISCUSSION

The parties agree on the dispositive questions: Whether

Congress expressly authorized the County to regulate reservation fee lands owned by tribal members, and whether exceptional circumstances warranted the County's exercise of jurisdiction over the tribal members' activities on those lands. Before turning to these pressing questions, we recount the relevant history.

I HISTORICAL FRAMEWORK

A. Allotment Generally

On February 8, 1887, Congress enacted the General Allotment Act ("GAA"), which was amended by the Burke Act in 1906. *See* 24 Stat. 388(GAA); 34 Stat. 182. As amended, the GAA authorized the President to allot tribal lands to individuals and families "in all cases where any tribe or band of Indians has been, or shall hereafter be, located upon any reservation created for their use . . . by treaty stipulation." 24 Stat. 388. The GAA restricted immediate alienation or encumbrance of these lands by requiring that each parcel be held in trust by the United States for twenty-five years or longer. *Id.* at 389.

Section 5 of the GAA provided that "at the expiration of the trust period, the United States will convey[the land] by patent to [the] Indian . . . in fee, discharged of [the trust] and free of all charge or incumbrance. . . ." 25 U.S.C. § 348. Section 6, as amended by the Burke Act, stated that when the lands have been conveyed in fee to the Indians, "then each and every *allottee* shall have the benefit of and be subject to the laws, both criminal and civil, of the State or Territory in which they may reside. . . ." 25 U.S.C. § 349 (emphasis added). Even before the expiration of the trust period however, the Secretary of the Interior could issue a fee patent to an Indian allottee if he determined the allottee could

competently manage his affairs *Id.* Upon such a premature patenting, the so-called Burke Act proviso required that "all restrictions as to sale, incumbrance, or taxation of said land shall be removed. . . ." *Id.*

Land speculators took advantage of the ability of the Indians to alien freely their lands. The result: Nearly 90 million acres of land passed out of Indian hands during the allotment policy era. F. Cohen, *Handbook of Federal Indian Law* 614 (1982). To put an end to the allotment of Indian lands, Congress enacted the Indian Reorganization Act in 1934. By this legislation, Congress extended and augmented the existing restrictions on the sale or transfer of Indian lands. 25 U.S.C. §§ 462, 464. The Indian Reorganization Act, however, did not reverse any previous allotment of fee patented lands. It imposed neither restraints on the ability of Indian allottees to alienate or encumber their fee patented lands nor impaired the rights of those non-Indians who had acquired title to over two-thirds of the Indian lands allotted under the GAA. *County of Yakima v. Confederated Tribes & Bands of the Yakima Indian Nation,* 502 U.S. 251, 255-56 (1992).

In 1948, Congress lifted the restrictions imposed by the Indian Reorganization Act and permitted the Secretary of the Interior, "upon application of the Indian owners, to issue patents in fee, to remove restrictions against alienation, and to approve conveyances, with respect to lands or interests in lands held by individual Indians . . . ." 62 Stat. 236.

B. Allotment of Gobin's Land

On the Tribes's reservation, some land contains restrictions on use, sale, and taxation. Such restricted lands include those held in trust by the United States for the benefit

of the Tribes or individual tribal members as well as lands owned in fee by the Tribes. Currently about 50% of the reservation is classified as restricted land, but the Tribes expects that percentage to rise to 60% as it purchases more fee land. The County does not assert jurisdiction over any restricted lands.

The remaining reservation land is owned by tribal members and nonmembers in conventional fee simple. This land was allotted pursuant to the Treaty of Point Elliot. 12 Stat. 927 (Jan. 22, 1855). Article VII of that Treaty incorporated Article 6 of the Omaha Treaty, which held that the President was authorized to patent land to individuals or families "conditioned that the tract shall not be aliened or leased for a longer term than two years; and shall be exempt from levy, sale, or forfeiture . . . ." 12 Stat. 927. (incorporating Omaha Treaty, Article 6, 10 Stat. 1043 (Mar. 16, 1854)). These restrictions could be removed by State legislation but only with the consent of Congress. In fact, the restrictions on the land were removed when Washington became a State in 1889. At that time, Indian fee owners obtained the "power to lease, incumber, grant, and alien" fee land in the same manner as other citizens. *Goudy v. Meath*, 203 U.S. 146, 147 (1906).

Gobin's land, in particular, was originally patented to Charley Shelton on April 1, 1885. Shelton's land patent states the land is granted pursuant to the Treaty of Point Elliot and the Omaha Treaty and incorporates the restrictions on alienation found in those Treaties. The parties agree that Shelton's land remained subject to these restrictions on alienation until 1962 when the Secretary of the Interior approved a deed from Charley Shelton's heirs to non-Indians pursuant to the Act of May 14, 1948. Gobin subsequently purchased the land in fee simple in 1998.

II EXPRESS CONGRESSIONAL AUTHORIZATION

The policy of leaving Indians free from State jurisdiction is deeply rooted in our Nation's history. *Rice v. Olson*, 324 U.S. 786, 789 (1945). In determining the extent of State jurisdiction over Indians, State laws are not applicable to tribal Indians on an Indian reservation except where Congress has expressly intended that State laws shall apply. *McClanahan v. Ariz. State Tax Comm'n*, 411 U.S. 164, 170-71 (1973). If faced with two reasonable constructions of Congress's intent, this Court resolves the matter in favor of the Indians. *Id.* at 174.

A. Alienability[1]

Here, the County argues broadly that Congress expressly authorized plenary state in rem jurisdiction when it made Indian fee lands freely alienable. At the outset, we note that the County's argument does not turn on whether Gobin's land was patented pursuant to the GAA or the Treaty of Point Elliot. *See Cass County v. Leech Lake Band of Chippewa Indians*, 524 U.S. 103, 114 (1998) (holding Congress intended to make land allotted pursuant to the Nelson Act subject to tax when making it freely alienable). Indeed, it is undisputed that Gobin's land is freely alienable. If alienability allows plenary State in rem jurisdiction then the

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[1] Although section 6 of the GAA provides that "each and every allottee shall have the benefit of and be subject to the laws, both civil and criminal, of the State or Territory in which they may reside," this section does not provide carte blanche for States to exercise jurisdiction over Indians. In *Moe v. Confederated Salish & Kootenai Tribes*, 425 U.S. 463, 477-79 (1976), the Supreme Court refused to extend Section 6 beyond its literal coverage ("*each and every allottee*") to include subsequent Indian owners of the allotted parcels.

County may apply its land use regulations to Gobin's property.

The County seeks to analogize the facts of this case to those in *County of Yakima,* where the Supreme Court thought that it would be "strange" to "permit the Indian to dispose of his lands as he pleases, while at the same time releasing it [sic] from taxation." 502 U.S. at 263 (quoting *Goudy,* 203 U.S. at 149). The Court believed that Congress would have "clearly manifested" the "strange" intent to allow unrestricted alienation while at the same time withholding the land from taxation or forced alienation. *Id.* (quoting *Goudy,* 203 U.S. at 149). Finding no such clear congressional intent, the Court held that Section 5 unmistakably implied that when land became alienable and encumberable, it also became subject to ad valorem property taxes. *Id.* at 263-64; *see also Cass County,* 524 U.S. at 115 ("When Congress makes Indian reservation land freely alienable, it manifests an unmistakably clear intent to render such land subject to state and local taxation."); *Lummi Indian Tribe v. Whatcom County*, 5 F.3d 1355, 1358 (9th Cir. 1993) ("[L]and is taxable if it is alienable.").[2]

The Court further held that Section 5's unmistakable implication was made explicit by the Burke Act proviso to Section 6. *County of Yakima,* 502 U.S. at 264. Section 6, as amended, allowed the Secretary of the Interior to issue fee patents to certain allottees before the expiration of the trust period. "Although such a fee patent would not subject its Indian owner to *plenary* state jurisdiction, fee ownership

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[2] In *Lummi Indian Tribe,* we additionally remarked that *County of Yakima*'s determination that an implication drawn from Section 5 of the GAA allows State ad valorem taxation of Indian fee lands "may be hard to square with the requirement" "that Congress' intent to authorize state taxation of Indians must be unmistakably clear." *Lummi Indian Tribe*, 5 F.3d at 1358.

would free the *land* of 'all restrictions as to sale, incumbrance, or taxation.' " *Id.* (emphasis in original, quoting 25 U.S.C. § 349). The Court held that Section 6 reaffirmed, for prematurely patented land, what Section 5 unmistakably implied with respect to patented land generally: Freely alienable fee lands are subject to State ad valorem property taxes. *Id.*

The Court, however, refused to extend the GAA's "taxation of . . . land" to encompass an excise tax the State of Washington wished to levy on the proceeds of the sale of fee patented lands. The Court found that although "taxation of land" could have been reasonably interpreted to include the excise tax, that was not its unambiguous meaning. Thus, faced with multiple reasonable constructions of "taxation of . . . land," the Court interpreted the phrase in favor of the Indians and consequently, refused to impose the excise tax. *Id.* at 258, 269.

The Supreme Court has reaffirmed the holding of *County of Yakima* in *Cass County,* 524 U.S. at 114-15. To date, however, neither the Supreme Court nor this Court has extended *County of Yakima* to find that Congress expressly authorized any other State regulation of the Indians when it made Indian fee lands freely alienable. Indeed, the Court in *County of Yakima* took pains to explain the narrowness of its holding. It held that alienability led inevitably to taxation of land, but not to "taxation with respect to land," "taxation of transactions involving land," or "taxation based on the value of land." *County of Yakima,* 502 U.S. at 269. The Court further limited its holding by requiring that Congress "expressly authorize" other State regulation of Indians on reservation lands and that ambiguities of congressional intent be construed in favor of the Indians. *Id.* at 258, 269.

[1] In this case, the County seeks an unprecedented

extension of *County of Yakima.* It contends that Congress expressly authorized plenary State in rem land use regulation when it made Indian fee lands freely alienable. We disagree. Congress's decision to make Indian fee lands freely alienable is not an express authorization or otherwise an "unmistakably clear" indication that the County may enforce its in rem land use regulations over those lands. Unlike the inextricably linked concepts of (forced) alienation and taxation found in *County of Yakima,* alienation and plenary in rem land use regulation are entirely unrelated. Thus, we hold that the right of Indians to alienate their lands freely does not provide the County with a concomitant right to exert in rem land use regulation over those lands.

B. Encumberability

[2] The County argues that Congress expressly authorized State land use regulation over Indian fee lands when it made those lands freely encumberable. In the Burke Act proviso, which applies to "all cases where any tribe or band of Indians has been, or shall hereafter be, located upon any reservation created for their use," Congress provided that "all restrictions as to . . . incumbrance[s] . . . of said land" shall be removed upon the patenting of the land in fee. 25 U.S.C. § 349. While the Burke Act does not strictly apply to Gobin's land, it does evince Congress's intent to make alienable lands freely encumberable.

Moreover, as required by The Treaty of Point Elliot (incorporating The Treaty of the Omahas), Congress expressly approved the State of Washington's grant of Indian lands in fee, which empowered Indian recipients to "lease, incumber, grant, and alien" their lands in the same manner and with the same effect as other citizens. *Goudy,* 203 U.S. at 147. The parties agree that Gobin's land is freely encumberable.

Unsurprisingly, the County would define "encumbrance" broadly (and thereby encompass all of its land use regulations) to include any right "in the land to restrict its use in a way that diminishes its value." For support the County cites *Santa Rosa Band of Indians v. Kings County,* 532 F.2d 655, 667-68 (9th Cir. 1975), in which we interpreted the ambiguous term "encumbrance," found in Public Law 280, 67 Stat. 589 (1953), to include Kings County's zoning regulations. We interpreted "encumbrance" in that way so as to find ultimately that the County's zoning regulations did *not* apply to the Indians' land. *Id.; see also Snohomish County v. Seattle Disposal Co.,* 70 Wash. 2d 668, 672 (1967) (holding that the County's zoning laws constituted an encumbrance which did not apply to Indian lands).

The United States suggests a narrower definition of encumbrance: A "property interest running with the title-something like a lien, a lease, or an easement." Black's Law Dictionary treads an intermediate course: "Any right to, or interest in, land which may subsist in another to diminution of its value, but consistent with passing of the fee." Black's Law Dictionary 527 (6th ed.1990).

[3] Despite the inherent ambiguity in the word "encumbrance" standing alone, here, the operative phrase is "encumbrance *of land.*" The prepositional phrase "of land" necessarily limits the scope of permissible encumbrances. Encumbrances with respect to land or encumbrances of the transactions involving land or based on the value of the land, therefore, are not permitted. *Id.* at 269.

[4] In this case, the County's land use regulations, which prohibit Gobin from building her subdivision, encumber the transactions and activities involving land. The objectionable County density requirement, in particular, does not burden

the land itself, but rather burdens the use to which Gobin seeks to put the land. Indeed, apart from Gobin's proposed activities, the County's land use regulations have no force. These regulations resemble the excise tax in *County of Yakima:* Although tangentially related to land, they are not inextricably linked to the land itself. Thus, we hold that Congress did not expressly authorize plenary State land use regulation over Indian fee lands when it made those lands freely encumberable.

III EXCEPTIONAL CIRCUMSTANCES

In "exceptional circumstances," a State may assert jurisdiction over the on-reservation activities of tribal members notwithstanding the lack of express congressional intent to do so. *California v. Cabazon Band of Mission Indians,* 480 U.S. 202, 214-15 (1987) (quoting *New Mexico v. Mescalero Apache Tribe,* 462 U.S. 324, 331-32 (1983)). The asserted exceptional circumstances are weighed against traditional notions of Indian sovereignty and the congressional goal of encouraging tribal self-determination, self-sufficiency, and economic development. *Id.* at 216.

In *Moe,* for example, the State of Montana could require tribal smokeshops to collect sales tax from their non-Indian clientele. *Moe v. Confederated Salish and Kootenai Tribes,* 425 U.S. at 483. Montana's interest in collecting cigarette taxes from non-Indians outweighed the "minimal burden" imposed on tribal cigarette vendors. *Id.* In *Cabazon Band,* on the other hand, the Supreme Court rejected California's contention that its interest in thwarting organized crime sufficiently warranted imposition of its gambling laws on tribal high-stakes bingo. 480 U.S. at 220-21. Despite the importance of the State of California's interest in organized crime prevention, it did not outweigh tribal interests in self-determination and self-sufficiency. *Id.*

The County suggests an array of interests, including protecting endangered species, regulating County-maintained roads and storm sewers, providing a continuum of land use enforcement for all fee lands, and complying with applicable health and safety codes, to counterbalance the Tribes's strong interests in self-determination. Not only must the County explain why these interests are exceptional, but it must explain why these interests are exceptional for reservation *fee* lands, given the County's inability to regulate reservation lands held in trust. The Tribes contends, in opposition to the County's claims, that its strong interests in self-determination and self- government outweigh the County's interests.

Undoubtedly, the County maintains an important interest in protecting the bull trout and the salmon in Quilceda Creek, as required by the Endangered Species Act. This interest is not exceptional, however, given that the Tribes must also comply with the Endangered Species Act as well as its own strict laws protecting wildlife.

Regulating roads and storm sewers are also important County interests. As the district court held, however, they are not exceptional enough to warrant interference with tribal self-government and self-determination. Presumably, the County already manages its roads and storm sewers despite not exercising authority over eleven thousand acres of reservation land held in trust.

Assuring the health and safety of County citizens is also an important interest, but an unexceptional one given the County's lack of jurisdiction on other parts of the reservation. Although the County may assert its health and safety regulations if a non-Indian purchases one of Gobin's homes, such a speculative ability to regulate is insufficient to overcome the Tribes's overwhelming interests.

That Indians and non-Indians might conspire to transfer fee lands back and forth to avoid any County or tribal regulation presents a problem of enforcement best handled jointly by the County and the Tribes in furtherance of their already excellent relationship. Yet such an administrative problem presents no reason for this Court to undermine Indian sovereignty in favor of County regulation.

Even adding these important County interests together, they do not outweigh the Tribes's interest in self-determination. Regardless of the similarities between County and tribal land use regulations or the congenial nature of the parties' relationship, concurrent County and Tribes plenary land use jurisdiction threatens to supplant the Tribes's Ordinances (and thus its attempt at self-government) when the two regulatory regimes diverge. Such County interference with tribal self-determination is not consistent with *Cabazon Band* nor does it constitute a "minimal burden" like the one condoned in *Moe*, 425 U.S. at 483. Indeed, nothing could be more contrary to the well-established policy of leaving Indians free from state jurisdiction and control. *See McClanahan*, 411 U.S. at 168.

CONCLUSION

For the reasons delineated above, we affirm the district court's decision.

AFFIRMED.

APPENDIX C

UNITED STATES DISTRICT COURT
WESTERN DISTRICT OF WASHINGTON

KIM GOBIN and GUY MADISON,	)	
	)	Case No. C99-1432L
Plaintiffs, and	)	
	)	JUDGMENT IN A CIVIL
THE TULALIP TRIBES OF WASHINGTON,	)	CASE
	)	
Plaintiff-Intervenor,	)	FILED: OCT 27 2000
v.	)	
SNOHOMISH COUNTY and STEPHEN HOLT,	)	
Defendants.	)	

Decision by Court. This action came to trial or hearing before the Court. The issues have been tried or heard and a decision has been rendered.

IT IS ORDERED AND ADJUDGED that plaintiffs' and plaintiff-intervenor's motions for summary judgment are hereby GRANTED. The Court DECLARES that SNOHOMISH county lacks jurisdiction to apply its land use regulations to lands owned in fee by members of the Tulalip

Tribes on the Tulalip reservation, and that The Tulalip Tribes has exclusive jurisdiction to regulate land use on such lands.

October 27, 2000

BRUCE RIFKIN
Clerk

s/ Gail Glass
By Gail Glass, Deputy Clerk

APPENDIX D

UNITED STATES DISTRICT COURT
WESTERN DISTRICT OF WASHINGTON
AT SEATTLE

KIM GOBIN and GUY MADISON, Plaintiffs, and THE TULALIP TRIBES OF WASHINGTON, Plaintiff-Intervenor, v. SNOHOMISH COUNTY and STEPHEN HOLT, director, Snohomish County Department of Planning and Development Services, Defendants.	Case No. C99-1432L ORDER GRANTING SUMMARY JUDGMENT FILED: OCT 20 2000

This matter comes before the Court on plaintiffs' and plaintiff-intervenor's motions for summary judgment. For the reasons set forth below, the Court will grant those motions.

I. BACKGROUND

Plaintiffs Kim Gobin and Guy Madison are enrolled members of The Tulalip Tribes of Washington ("the Tribes")[1] who own certain parcels of land located within the boundaries of the Tulalip reservation ("the reservation"). Plaintiffs own these parcels of land in fee simple. Plaintiffs wish to develop their land in a manner that conflicts with certain Snohomish County ("the County") land use and zoning regulations. Plaintiffs have sought a declaratory judgment that the County's land use regulations do not apply to reservation lands owned in fee simple by members of the Tribes.[2]

During the late 19th Century, the United States altered the manner in which Indian reservation lands were segregated for the use and control of Indians by allotting the lands to tribe members individually, rather than to Indian tribes. Because the allotted land could be sold soon after it was received, many of the individual tribe members quickly lost their lands through transactions that were "unwise or even procured by fraud." County of Yakima v. Yakima Indian Nation, 502 U.S. 253, 254 (1992), citing F. Cohen, Handbook of Federal Indian Law 129-30 (1982 ed.). By 1934, nearly 90 million acres of land had passed out of Indian hands. Id., 614. The Indian Reorganization Act

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[1] "The Tribes" is used in the singular tense because it is used here to refer to a single entity.

[2] This dispute is ripe for the Court's resolution because plaintiffs are unable to secure funding for the development they seek to undertake while this dispute remains unsettled. Specifically, First Heritage Bank has declined to release financing for plaintiffs' projects without a court ruling on this issue. See also, Construction Industry Assn. of Sonoma County v. City of Petaluma, 522 F.2d 897 (9th Cir. 1975) (holding that a zoning ordinance adversely affecting the value and marketability of property constituted a sufficient threat of direct and personal injury to landowners to enable them to seek a declaratory judgment).

ended the allotment programs in 1934, and authorized the federal government to acquire and hold title to lands in trust for the benefit of Indian tribes and their members. Id.; see also, Santa Rosa Band of Indians v. Kings County, 532 F.2d 655, 658 (9th Cir. 1975), citing 25 U.S.C. § 476. As a result, lands located within the boundaries of Indian reservations today may be owned by tribes, tribe members, or non-members, and the land may be owned in trust by the United States, by tribes and tribe members subject to federal restrictions on alienation, or simply in fee.

It is well-settled that lands held in trust may not be regulated by state and local governments "except as Congress chose to grant that power." Id., citing McClanahan v. Arizona State Tax Comm'n, 411 U.S. 164, 176 (1973). In this case, however, the County argues that plaintiffs' land is subject to County regulations because it is owned in fee. Jurisdiction over reservation lands, the County argues, "is based upon the status of the land, not the status of the owner of the land." Answer and Counterclaim, ¶ 11. Plaintiffs and the Tribes argue that the Tribes has exclusive jurisdiction over the development activities of members on the reservation, and that such authority is premised on the right of members to govern themselves on the reservation.

II. DISCUSSION

The parties agree that the law permits a state or local government to exercise jurisdiction over the on-reservation activities of tribe members only when doing so is expressly authorized by Congress, or when "exceptional circumstances" justify the exercise of such jurisdiction. California v. Cabazon Band of Mission Indians, 480 U.S. 202, 214-16 (1987). However the parties disagree over whether Congress has authorized County authority and whether exceptional circumstances exist in this case.

A. Express Authority Under Federal Law

Defendants argue that Congress' express removal of restrictions on alienability – which has been held to also remove restrictions on taxation – constitutes express authorization of land use regulation by local government. Defendants cite County of Yakima v. Yakima Indian Nation, in which the Supreme Court held that the Indian General Allotment Act (or Dawes Act), which made allotted lands alienable, also permitted a county to impose an ad valorem tax on reservation lands patented in fee pursuant to the Act. 502 U.S. at 259. The Ninth Circuit likewise has held that lands approved for alienation by the federal government pursuant to treaty, and later reacquired by Indian tribes are taxable because they are alienable, relying on the reasoning of County of Yakima. Lummi Indian Tribe v. Whatcom County, 5 F.3d 1355, 1359 (9th Cir. 1993).[3]

Defendants argue that the removal of restrictions as to sale, encumbrance, or taxation on fee-patented lands pursuant to the Dawes Act equally extends to land use regulations. Under Washington law, the County argues, zoning and land use regulations are encumbrances on the land because they restrict the land's use as opposed to limiting the land owner's activity. Opp. at 13, citing Snohomish County v. Seattle Disposal Co., 70 Wn.2d 668, 672 (1967), cert. denied, 389 U.S. 1016 (1967). Plaintiffs and the Tribes, however, point out that the Supreme Court in County of Yakima distinguished between real property taxes on fee-patented land owned by a tribe member and excise taxes imposed on the sale of fee-patented land by a tribe member. The Court specifically held that the excise tax was impermissible

[3] In Lummi Indian Tribe the Ninth Circuit construed the Treaty of Point Elliott, which also covered the land at issue in this case.

because it was "a tax upon the Indian's activity of selling the land," rather than simply a tax on the land itself. County of Yakima, 502 U.S. at 269. The Court noted that while the "object of the *sale*" was land, "that does not make the land the object of the *tax*." Id. at 268. Accordingly, the Court declined to interpret the statute's use of the term "taxation of . . . land" as extending to taxation of the *activity* of selling the land.

Here, where the Court must find express Congressional authorization of county land use jurisdiction, County of Yakima provides little guidance. If a county's authority to tax fee lands owned by tribe members does not give it authority to tax the tribe members' activity of selling the land, then certainly taxation authority cannot be extended to authority to regulate tribe members' activity of using the land. Indeed, the Supreme Court has explained that the Dawes Act "did not itself transfer any regulatory power from the Tribe to any state or local governmental authority, . . . [but rather] by providing for the allotment and ultimate alienation of reservation land, the Act in some respects diminished tribal authority." Brendale v. Confederated Tribes & Bands of The Yakima Indian Nation, 492 U.S. 408, 436-37 (1989) (plurality opinion).

Moreover, the County's argument that zoning and land use regulations are encumbrances on the land, rather than prohibitions on tribe members' activity, does not resolve the issue. In Snohomish County v. Seattle Disposal Co., the Washington Supreme Court held that a zoning ordinance may be viewed as an encumbrance because it "could be considered to diminish [the land's] value." 70 Wn.2d at 672. However, the court also held in that case that the County's "[l]imitation on the use to which a lessee from the Tulalip Tribes can put Indian lands is limiting the Indian use," which it acknowledged was impermissible. Id. at 673.

Accordingly, although a zoning ordinance or land use regulation may be considered an encumbrance on the land, it also may have the effect of limiting the tribe members' *activity* of developing that land. Under County of Yakima's reasoning with respect to taxation of land sale activity, the Court finds that an encumbrance that restricts a tribe member's activity on the land, must be analyzed in light of its effect on that *activity*. Therefore, the Court disagrees with defendants' argument that the County's jurisdiction is solely a function of the status of the land, rather than the status of the owner.

Having considered defendants' arguments, the Court is not persuaded that Congress *expressly* authorized County jurisdiction over plaintiffs' use of their land by making the land alienable under the Dawes Act. Restrictions on land use are not unambiguously tied to the land's alienability. Moreover, as the Supreme Court stated in Brendale, "Congress could not possibly have intended [through the allotment process] . . . that tribes would lose control over the character of their reservations upon the sale of a few, relatively small parcels of land." 492 U.S. at 441-42. Therefore, particularly in light of the doctrine that statutes "are to be construed liberally in favor of the Indians, with ambiguous provisions interpreted to their benefit," the Court finds that land use jurisdiction over plaintiffs' land was not expressly granted to the County by Congress. Montana v. Blackfeet Tribe, 471 U.S. 759, 766 (1985).

B. Exceptional Circumstances

The County's regulation of the plaintiffs' land use may also be permissible under "exceptional circumstances" even if such exercise might interfere with or be incompatible with tribal or federal interests in tribal self-government. California v. Cabazon Band of Mission Indians, 480 U.S. at

216. The County has identified several interests justifying exercise of such jurisdiction, including the County's interest in regulating development in order to protect endangered or threatened species, including salmon and bull trout in certain creeks, the County's interest in regulating impacts on County-maintained roads and the accompanying components of the county's storm sewer system, the County's interest in providing a continuum of land use enforcement and services for all fee lands, regardless of ownership, and the County's interest in ensuring compliance with health and safety codes.

The County has acknowledged that it lacks jurisdiction to regulate land use on reservation lands owned in trust. Accordingly, the County already faces challenges in vindicating the above-referenced interests while being subject to the jurisdictional limitations inherent on Indian reservation lands. The County must demonstrate, therefore, that development of the fee lands at issue here will incrementally impact those interests.

The County's interests in protecting endangered or threatened species and maintaining its roads and storm sewer system are indeed important. However, the County has not shown that exercising jurisdiction over fee lands owned by tribe members on the reservation constitutes an "exceptional circumstance" under Cabazon Band of Mission Indians. Presumably the County has identified methods of managing these important interests in the context of a reservation where much of the land is outside County jurisdiction because it is owned in trust. The court finds no compelling evidence that the Indian-owned fee lands will make the critical difference here.

As to the County's interest in providing "a continuum" of land use enforcement and management on the reservation fee lands, the Court finds that this is not an

exceptional circumstance justifying land use jurisdiction over the tribe members' land. By its very nature, reservation lands are distinct from non-reservation lands located in the County. Consistency in land use regulation, while undoubtedly convenient and efficient for the County, is not justified to the extent it would eliminate important distinctions between Indian-owned and non-Indian-owned reservation lands.

Finally, the County's interest in maintaining health and safety codes is important, but not so exceptional as to justify subjecting tribe members residing on a reservation to County restrictions on their activity. The County rightly points out that the developed land may be sold by plaintiffs to non-members. However, this speculative possibility is not a sufficient basis to justify extending County jurisdiction to fee lands owned by tribe members. It is equally possible that plaintiffs could develop their property into housing exclusively for tribe members. Either way, the County is without jurisdiction to regulate the tribe members' activity of developing their reservation land as they wish.

Therefore, the Court finds that none of these interests is dependent upon the County's exercise of land use jurisdiction over the land at issue here. The County is already unable to exercise jurisdiction over reservation lands that are owned in trust, which presumably have the same potential effects on the County's ability to safeguard those interests. Thus, the County already must deal with a "checkerboard" of trust lands and non-member-owned lands on the reservation, which the Supreme Court has recognized as an inevitability. Brendale, 492 U.S. at 422-25.

By contrast, courts repeatedly have recognized the "congressional goal of Indian self-government, including its 'overriding goal' of encouraging tribal self-sufficiency and economic development." Cabazon Band of Mission Indians,

480 U.S. at 216-17. This goal is of paramount importance, notwithstanding the county's legitimate regulatory responsibilities. Even where a state expends money in providing services to a reservation, the Supreme Court has held that such privileges "cannot affect [the Indians'] situation, which can only be changed by treaty stipulation or a voluntary abandonment of their tribal organization." McClanahan, 411 U.S. at 173, n.12. Indeed, the Supreme Court has consistently respected Congress' strong commitment to Indian self-determination in such situations. See, e.g., Moe v. Confederated Salish and Kootenai Tribes, 425 U.S. 463, 476 (1976); New Mexico v. Mescalero Apache Tribe, 462 U.S. 324, 335-36 (1983). In light of this body of law, therefore, the Court cannot say the circumstances of this case are so "exceptional" as to justify departing from the well-established "policy of leaving Indians free from state jurisdiction and control [which] is deeply rooted in the Nation's history." McClanahan, 411 U.S. at 168, citing Rice v. Olson, 324 U.S. 786, 789 (1945).

III. CONCLUSION AND ORDER

The Court finds that Congress has not authorized Snohomish County to regulate the use of fee lands owned by members of The Tulalip Tribes on the Tulalip reservation, nor do exceptional circumstances exist justifying the exercise of such jurisdiction. Therefore, the Court will grant summary judgment in favor of plaintiffs and plaintiff-intervenor.

ACCORDINGLY, it is hereby ORDERED that plaintiffs' and plaintiff-intervenor's motions for summary judgment are hereby GRANTED. The Court DECLARES that Snohomish County lacks jurisdiction to apply its land use regulations to lands owned in fee by members of The Tulalip Tribes on the Tulalip reservation, and that The

Tulalip Tribes has exclusive jurisdiction to regulate land use on such lands.

The Clerk of the Court is directed to send copies of this order to all counsel of record.

DATED this 20th day of October, 2000.

s/ Robert S. Lasnik
Robert S. Lasnik
United States District Judge

APPENDIX E

TREATY OF POINT ELLIOTT

1855

Articles of agreement and convention made and concluded at Muckl-te-oh, or Point Elliott, in the Territory of Washington, this twenty-second day of January, eighteen hundred and fifty-five, by Isaac I. Stevens, governor and superintendent of Indian affairs for the said Territory, on the part of the United States, and the undersigned chiefs, headmen, and delegates of the Dwamish, Suquamish, Sk-tahl-mish, Sam-ahmish, Smalh-kamish, Skope-ahmish, St-kah-mish, Snoqualmoo, Skai-wha-mish, N'Quentl-ma-mish, Sk-tah-le-jum, Stoluch-wha-mish, Sno-ho-mish, Skagit, Kik-i-allus, Swin-a-mish, Squin-ah-mish, Sah-ku-mehu, Noo-wha-ha, Nook-wa-chah-mish, Mee-see-qua-quilch, Cho-bah-ah-bish, and other allied and subordinate tribes and bands of Indians occupying certain lands situated in said Territory of Washington, on behalf of said tribes, and duly authorized by them.

ARTICLE 1. The said tribes and bands of Indians hereby cede, relinquish, and convey to the United States all their right, title, an interest in and to the lands and country occupied by them, bounded and described as follows: Commencing at a point on the eastern side of admiralty Inlet, known as Point Pully, about midway between Commencement and Elliott Bays; thence eastwardly, running along the north line of lands heretofore ceded to the United States by the Nisqually, Puyallup, and other Indians, to the summit of the Cascade range of mountains; thence northwardly following the summit of said range to the 49th

parallel of north latitude; thence west, along said parallel to the middle of the Gulf of Georgia; thence through the middle of said gulf and the main channel through the Canel de Arro to the Straits of Fuca, and crossing the same through the middle of Admiralty Inlet to Suquamish Head; thence southwesterly, through the peninsula, and following the divide between Hood's Canal and Admiralty Inlet to the portage known as Wilkes' Portage; thence northeastwardly, and following the line of lands theretofore ceded as aforesaid to Point Southworth, on the western side of Admiralty Inlet and thence round the foot of Vashon's Island eastwardly and southeastwardly to the place of beginning, including all the islands comprised within said boundaries, and all the right, title, and interest of the said boundaries, and all the right, title, and interest of the said tribes and bands to any lands within the territory of the United States.

ARTICLE 2. There is, however, reserved for the present use and occupation of the said tribes and bands the following tracts of land, viz: the amount of two sections, or twelve hundred and eighty acres, surrounding the small bight at the head of Port Madison, called by the Indians Noo-sohk-um; the amount of two sections, or twelve hundred and eighty acres, on the north side Hwhomish Bay and the creek emptying into the same called Kwilt-seh-da, the peninsula at the southeastern end of Perry's Island, called Shais-quihl, and the island called Chah-choo-sen, situated in the Lummi River at the point of separation of the mouths emptying respectively into Bellingham Bay and the Gulf of Georgia. All which tracts shall be set apart, and so far as necessary surveyed and marked out for their exclusive use; nor shall any white man be permitted to reside upon the same without permission of the said tribes or bands, and of the superintendent or agent, but, if necessary for the public convenience, roads may be run through the said reserve, the Indians being compensated for any damage thereby done

them.

Article 3. There is also reserved from out the lands hereby ceded the amount of thirty-six sections, or one township of land on the northeastern shore of Port Gardner, and north of the mouth of Sno-homish River, including Tulalip Bay and the before-mentioned Kwilt-seh-da Creek, for the purpose of establishing thereon an agricultural and industrial school, as hereinafter mentioned and agreed, and with a view of ultimately drawing thereto and settling thereon all the Indians living west of the Cascade Mountains in said Territory. Provided, however, That the President may establish the central agency and general reservation at such other point as he may deem for the benefit of the Indians.

ARTICLE 4. The said tribes and bands agree to remove to and settle upon the said first above-mentioned reservations within one year after the ratification of this treaty, or sooner, if the means are furnished them. In the mean time it shall be unlawful for them to reside upon any land not in the actual claim and occupation of citizens of the United States, and upon any land claimed or occupied, if with the permission of the owner.

ARTICLE 5. The right of taking fish at usual and accustomed grounds and stations is further secured to said Indians in common with all citizens of the Territory, and of erecting temporary houses for the purpose of curing, together with the privilege of hunting and gathering roots and berries on open and unclaimed lands. Provided, however, That they shall not take shell-fish from any beds staked or cultivated by citizens.

ARTICLE 6. In consideration of the above cession, the United States agree to pay to the said tribes and bands the

sum of one hundred and fifty thousand dollars, in the following manner – that is to say: For the first year after the ratification hereof, fifteen thousand dollars; for the next two years, twelve thousand dollars each year; for the next three years, ten thousand dollars each year; for the next four years, seven thousand five hundred dollars each year; for the next five years, six thousand dollars each year; and for the last five years, four thousand two hundred and fifty dollars each year. All which said sums of money shall be applied to the use and benefit of the said Indians, under the direction of the President of the United States, who may, from time to time, determine at his discretion upon what beneficial objects to expend the same; and the superintendent of Indian affairs, or other proper office, shall each year inform the President of the wishes of said Indians in respect thereto.

ARTICLE 7. The President may hereafter, when in his opinion the interests of the Territory shall require and the welfare of the said Indians be promoted, remove them from either ror all of the special reservations hereinbefore made to the said general reservation, or such other suitable place within said Territory as he may deem fit, on renumerating them for their improvements and the expenses of such removal, or may consolidate them with other friendly tribes or bands; and he may further at his discretion cause the whole or any portion of the lands hereby reserved, or of such other lands as may be selected in lieu thereof, to be surveyed into lots, and assign the same to such individuals or families as are willing to avail themselves of the privilege, and will locate on the same as a permanent home on the same terms and subject to the same regulations as are provided in the sixth article of the treaty with the Omahas, so far as the same may be applicable. Any substantial improvements heretofore made by any Indian, and which he shall be compelled to abandon in consequence of this treaty, shall be valued under the direction of the President and payment made accordingly

therefore.

ARTICLE 8. The annuties of the aforesaid tribes and bands shall not be taken to pay the debts of individuals.

ARTICLE 9. The said tribes and bands acknowlege their dependence on the Government of the United States, and promise to be friendly with all citizens thereof, and they pledge themselves to commit no depredations on the property of such citizens. Should any one or more of them violate this pledge, and the fact be satisfactorily proven before the agent, the property taken shall be returned, or in default thereof, or if injured or destroyed, compensation may be made by the Government out of their annuities. Nor will they make war on any other tribe except in self-defence, but will submit all matters of difference between them and the other Indians to the Government of the United States or its agent for decision, and abide thereby. And if any of the said Indians commit depredations on other Indians within the Territory the same rule shall prevail as that prescribed in this article in cases of depredations against citizens. And the same tribes agree not to shelter or conceal offenders against the laws of the United States, but to deliver them up to the authorities for trial.

ARTICLE 10. The above tribes and bands are desirous to exclude from their reservations the use of ardent spirits, and to prevent their people from drinking the same, and therefore it is provided that any Indian belonging to said tribe who is guilty of bringing liquor into said reservations, or who drinks liquor, may have his or her proportion of the annuities withheld from him or her for such time as the President may determine.

ARTICLE 11. The said tribes and bands agree to free all slaves now held by them and not to purchase or acquire

others hereafter.

ARTICLE 12. The said tribes and bands further agree not to trade at Vancouver's Island or elsewhere out of the dominions of the United States, nor shall foreign Indians be permitted to reside in their reservations without consent of the superintendent or agent.

ARTICLE 13. To enable the said Indians to remove to and settle upon their aforesaid reservations, and to clear, fence, and break up a sufficient quantity of land for cultivation, the United States further agree to pay the sum of fifteen thousand dollars to be laid out and expended under the direction of the President and in such manner as he shall approve.

ARTICLE 14. The United States further agree to establish at the general agency for the district of Puget's Sound, within one year from the ratification hereof, and to support for a period of twenty years, an agricultural and industrial school, to be free to children of the said tribes and bands in common with those of the other tribes of said district, and to provide the said school with a suitable instructor or instructors, and also to provide a smithy and carpenter's shop, and furnish them with the necessary tools, and employ a blacksmith, carpenter, and farmer for the like term of twenty years to instruct the Indians in their respective occupations. And the United States finally agree to employ a physician to reside at the said central agency, who shall furnish medicine and advice to their sick, and shall vaccinate them; the expenses of said school, shops, persons employed, and medical attendance to be defrayed by the United States, and not deducted from the annuities.

ARTICLE 15. This treaty shall be obligatory on the contracting parties as soon as the same shall be ratified by the

President and Senate of the United States.

In testimony whereof, the said Isaac I. Stevens, governor and superintendent of Indian affairs, and the undersigned chiefs, headmen, and delegates of the aforesaid tribes and bands of Indians, have hereunto set their hands and seals, at the place on the day and year hereinbefore written.

Isaac I. Stevens, Governor and Superintendent.

APPENDIX F

25 U.S.C. § 348.

Patents to be held in trust; descent and partition.

Upon the approval of the allotments provided for in this Act by the Secretary of the Interior, he shall cause patents to issue therefor in the name of the allottees, which patents shall be of the legal effect, and declare that the United States does and will hold the land thus allotted, for the period of twenty-five years, in trust for the sole use and benefit of the Indian to whom such allotment shall have been made, or, in case of his decease, of his heirs according to the laws of the State or Territory where such land is located, and that at the expiration of said period the United States will convey the same by patent to said Indian, or his heirs as aforesaid, in fee, discharged of said trust and free of all charge or incumbrance whatsoever: *Provided*, That the President of the United States may in any case in his discretion extend the period. And if any conveyance shall be made of the lands set apart and allotted as herein provided, or any contract made touching the same, before the expiration of the time above mentioned, such conveyance or contract shall be absolutely null and void: *Provided*, That the law of descent in force in the State or Territory where such lands are situate shall apply thereto after patents therefor have been executed and delivered, except as provided by the Indian Land Consolidation Act [25 U.S.C.A. § 2201 et seq.] or a tribal probate code approved under such Act and except as herein otherwise provided: *And provided further*, That at any time after lands have been allotted to all the Indians of any tribe as herein provided, or sooner if in the opinion of the President it shall be for the best interests of said tribe, it shall be lawful for the Secretary of the Interior to negotiate with such Indian

tribe for the purchase and release by said tribe, in conformity with the treaty or statute under which such reservation is held, of such portions of its reservation not allotted as such tribe shall, from time to time, consent to sell, on such terms and conditions as shall be considered just and equitable between the United States and said tribe of Indians, which purchase shall not be complete until ratified by Congress, and the form and manner of executing such release shall also be prescribed by Congress: *Provided, however*, That all lands adapted to agriculture, with or without irrigation so sold or released to the United States by any Indian tribe shall be held by the United States for the sole purpose of securing homes to actual settlers and shall be disposed of by the United States to actual and bona fide settlers only in tracts not exceeding one hundred and sixty acres to any one person, on such terms as Congress shall prescribe, subject to grants which Congress may make in aid of education: *And provided further*, That no patents shall issue therefor except to the person so taking the same as and for a homestead, or his heirs, and after the expiration of five years' occupancy thereof as such homestead; and any conveyance of said lands so taken as a homestead, or any contract touching the same, or lien thereon, created prior to the date of such patent, shall be null and void. And the sums agreed to be paid by the United States as purchase money for any portion of any such reservation shall be held in the Treasury of the United States for the sole use of the tribe or tribes of Indians; to whom such reservations belonged; and the same, with interest thereon at 3 per centum per annum, shall be at all times subject to appropriation by Congress for the education and civilization of such tribe or tribes of Indians or the members thereof. The patents aforesaid shall be recorded in the Bureau of Land Management, and afterwards delivered, free of charge, to the allottee entitled thereto. And if any religious society or other organization was occupying on February 8, 1887, any of the public lands to which this Act is applicable, for religious or educational work among the Indians, the

Secretary of the Interior is authorized to confirm such occupation to such society or organization, in quantity not exceeding one hundred and sixty acres in any one tract, so long as the same shall be so occupied, on such terms as he shall deem just; but nothing herein contained shall change or alter any claim of such society for religious or educational purposes heretofore granted by law. And in the employment of Indian police, or any other employees in the public service among any of the Indian tribes or bands affected by this Act, and where Indians can perform the duties required, those Indians who have availed themselves of the provisions of this Act and become citizens of the United States shall be preferred.

Provided further, That whenever the Secretary of the Interior shall be satisfied that any of the Indians of the Siletz Indian Reservation, in the State of Oregon, fully capable of managing their own business affairs, and being of the age of twenty-one years or upward, shall, through inheritance or otherwise, become the owner of more than eighty acres of land upon said reservation, he shall cause patents to be issued to such Indian or Indians for all of such lands over and above the eighty acres thereof. Said patent or patents shall be issued for the least valuable portions of said lands, and the same shall be discharged of any trust and free of all charge, incumbrance, or restriction whatsoever; and the Secretary of the Interior is authorized and directed to ascertain, as soon as shall be practicable, whether any of said Indians of the Siletz Reservation should receive patents conveying in fee lands to them under the provisions of this Act.

(Feb. 8, 1887, c. 119, § 5, 24 Stat. 389; Mar. 3, 1901, c. 832, § 9, 31 Stat. 1085; 1946 Reorg. Plan No. 3, § 403, eff. July 16, 1946, 11 F.R. 7876, 60 Stat. 1100; Nov. 7, 2000, Pub. L. 106-462, Title I, § 106(a)(2), 114 Stat. 2007.)

APPENDIX G

25 U.S.C. § 349.

Patents in fee to allotees.

At the expiration of the trust period and when the lands have been conveyed to the Indians by patent in fee, as provided in section 348 of this title, then each and every allottee shall have the benefit of and be subject to the laws, both civil and criminal, of the State or Territory in which they may reside; and no Territory shall pass or enforce any law denying any such Indian within its jurisdiction the equal protection of the law: *Provided*, That the Secretary of the Interior may, in his discretion, and he is authorized, whenever he shall be satisfied that any Indian allottee is competent and capable of managing his or her affairs at any time to cause to be issued to such allottee a patent in fee simple, and thereafter all restrictions as to sale, incumbrance, or taxation of said land shall be removed and said land shall not be liable to the satisfaction of any debt contracted prior to the issuing of such patent: *Provided further*, That until the issuance of fee-simple patents all allottees to whom trust patents shall be issued shall be subject to the exclusive jurisdiction of the United States: *And provided further*, That the provisions of this Act shall not extend to any Indians in the former Indian Territory.

(Feb. 8, 1887, c. 119, § 6, 24 Stat. 390; May 8, 1906, c. 2348, 34 Stat. 182.)

APPENDIX H

UNITED STATES DISTRICT COURT
WESTERN DISTRICT OF WASHINGTON
AT SEATTLE

PRESENT: THE HONORABLE BARBARA JACOBS ROTHSTEIN

DATE: JANUARY 23, 2001

RALPH MERKEL, JAMES BROCK and MARVIN NAPOLEON, Plaintiffs, v. SNOHOMISH COUNTY, and STEPHEN HOLT, Director, Snohomish County Planning and Development Services, Defendants.	)	NO. C00-713R MINUTE ENTRY FILED: JAN 23 2001

IN CHAMBERS PROCEEDINGS:

The court has reviewed defendants' motion to dismiss this action without prejudice. Having been informed that plaintiffs do not oppose dismissal, defendants' motion is,

hereby, GRANTED. This action is dismissed in its entirety, without prejudice to plaintiffs' right to refile the action at a later date.

MINUTE ENTRY - January 23, 2001

APPENDIX I

UNITED STATES DISTRICT COURT FOR THE WESTERN DISTRICT OF WASHINGTON

RALPH MERKEL, JAMES BROCK and MARVIN NAPOLEON,	)	
Plaintiffs,	)	NO. C00-713R
vs.	)	
SNOHOMISH COUNTY, and STEPHEN HOLT, Director, Snohomish County Planning and Development Services,	)	AFFIDAVIT OF THOMAS M. FITZPATRICK IN SUPPORT OF DEFENDANT SNOHOMISH COUNTY'S MOTION TO DISMISS WITHOUT PREJUDICE
Defendants.	)	

STATE OF WASHINGTON)
) ss.
COUNTY OF SNOHOMISH)

Thomas M. Fitzpatrick, being first duly sworn, upon oath deposes and states as follows:

1. I am a Deputy Prosecuting Attorney for Snohomish County and counsel of record for Defendant

Snohomish County in this matter.

2. Since this case was removed to federal court, I have received a Notice of Withdrawal by Plaintiff's counsel, Satwant Singh Pandher. I have never received a motion or order allowing the withdrawal of counsel as required by GR 2(f)(4). Accordingly, said motion is being served upon Mr. Pandher.

3. The basic issue involved in this case, which is an appeal under the Land Use Petition Act of the State of Washington, is the question as to whether or not Snohomish County has land use jurisdiction over Native Americans on fee land located within the exterior boundaries of the Tulalip Indian Reservation.

4. At the time this case was removed to this court, the jurisdictional issue was being litigated by the Tulalip Tribes and Snohomish County in a case known as Gobin/Madison/Tulalip Tribes v. Snohomish County, Cause No. C99-1432L, which was before Judge Lasnik. After extensive briefing and argument, Judge Lasnik ruled on summary judgment that the Tulalip Tribes have exclusive jurisdiction over the land use activities of members of the Tribe on fee land within the exterior borders of the Tulalip Indian Reservation. A copy of Judge Lasnik's opinion is attached as Exhibit 1 to this Affidavit.

5. I have confirmed that the property at issue is presently held in fee simple by Marvin Napoleon. The Tulalip Tribes have confirmed that Mr. Napoleon is a registered member of the Tulalip Tribes. Attached and made a part hereto is a true and correct copy of a letter of December 13, 2000, from Wendy Young, Enrollment Officer of the Tulalip Tribes, attached as Exhibit 2.

6. Presently the Gobin/Madison case has been appealed by Snohomish County to the 9th Circuit Court of Appeals, Cause No. 00-36031. A stay of Judge Lasnik's ruling was not sought or entered. Accordingly, it is the position of Snohomish County that Judge Lasnik's decision is final and binding until such time as it is reversed by higher appellate authority. Accordingly, Snohomish County believes Judge Lasnik's decision is dispositive of the only issue, County jurisdiction, which is involved in this case. It is for that reason that Snohomish County therefore seeks dismissal of this action. The County requests that the dismissal be without prejudice, because if Judge Lasnik is reversed by a higher appellate authority, the County seeks the option of re-instituting code enforcement activity on this particular property. Until that time, the County will refer this matter to the Tulalip Tribes.

s/ Thomas M. Fitzpatrick
Thomas M. Fitzpatrick

SUBSCRIBED AND SWORN to before me this 18 day of December, 2000.

s/ Lori A. Bowen
NOTARY PUBLIC in and for the State of Washington, residing at Monroe. My commission expires: 4/8/04